

Message Text

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TAGS: AORG, OCON, IAEA, TECH, PARM

SUBJECT: U.S. STATEMENT AT 20TH GENERAL CONFERENCE

REF: STATE 151103

1. IN RESPONSE REFTEL, MISSION SUGGESTS THAT GENERAL THEME OF U.S. STATEMENT AT NEXT IAEA GENERAL CONFERENCE FOCUS ON IAEA AS AN INSTITUTION, AND HOW IT HAS FUNCTIONED FOR NEARLY TWENTY YEARS.

2. ONE OF IAEA'S GREATEST STRENGTHS HAS BEEN ITS ABILITY TO FUNCTION FOR THE MOST PART ON A HIGH SCIENTIFIC AND TECHNICAL LEVEL, RELATIVELY FREE FROM POLITICAL INVECTIVE AND DIVISIVE GROUPINGS. BECAUSE OF THIS, THE IAEA IS WIDELY REGARDED AS HIGHLY CONSTRUCTIVE AND SUCCESSFUL INTERNATIONAL ORGANIZATION, WHICH REFLECTS THE DESIRES OF MOST OF ITS MEMBER STATES FOR REAL ACCOMPLISHMENTS RATHER THAN RHETORIC OR EMPTY GESTURES. IN THE IAEA'S BOARD OF GOVERNORS, FOR INSTANCE,

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MEMBERS TAKE GREAT PAINS TO AVOID CONFRONTATIONS AND VOTING.

CONSENSUS AND COMPROMISE ARE THE WATCHWORDS, AND THIS MODUS OPERANDI HAS ALREADY DEVELOPED INTO A STRONG TRADITION, WHICH HAS COME TO BE KNOWN AS THE "SPIRIT OF VIENNA".

3. FYI. RECOGNIZING THAT GC AGENDA ITEM RE INVITATION TO PLO TO ATTEND GC AS OBSERVER IS LIKELY TO PROVIDE UNPRECEDENTED HEATED DEBATE AND POLITICAL CONTROVERSY, WE BELIEVE IT MIGHT BE HELPFUL IF U.S., AS FIRST SPEAKER IN GENERAL DEBATE, WOULD, BY ITS EXAMPLE, ATTEMPT TO SET THE TONE FOR THE DEBATE BY REFRAINING FROM A DIRECT CONFRONTATION ON THE ISSUE, AND INSTEAD DEALING WITH THE MATTER INDIRECTLY IN MORE GENERAL TERMS. WE ARE FULLY AWARE THAT THIS APPROACH PROBABLY WOULD HAVE NO RPT NO EFFECT WHATSOEVER ON SOME DELEGATIONS, BUT IT MIGHT HELP SOFTEN SOME STATEMENTS FROM OTHERS ON THE ISSUE. BELIEVE IT IS OBVIOUS TO ALL CONCERNED THAT QUESTION OF INVITING PLO IS SOLELY POLITICAL IN NATURE, SINCE PLO HAS NO RPT NO KNOWN INTEREST IN THE PEACEFUL USES OF ATOMIC ENERGY NOR ANY JUSTIFIABLE REASON FOR SEEKING SOME FORM OF ASSOCIATION WITH IAEA, OTHER THAN TO ENHANCE ITS POLITICAL STATUS. ACCORDINGLY, WE BELIEVE THERE IS MERIT IN POINTING OUT TO IAEA MEMBERSHIP THE POTENTIAL RISK INVOLVED IN EMBARKING ON A COURSE WHICH TENDS TO ELEVATE POLITICAL ISSUES IN IAEA TO A DEGREE WHICH COULD AFFECT ITS ABILITY TO FUNCTION EFFECTIVELY. THIS IS THE UNDERLYING RATIONALE FOR OUR SUGGESTIONS. END FYI.

4. PROPOSED OUTLINE OF U.S. STATEMENT:

A. INTRODUCTORY REMARKS -- CONGRATULATE GC PRESIDENT ON HIS ELECTION; COMMENT ON FIRST GC IN SOUTHERN HEMISPHERE; THANK BRAZILIAN HOSTS, AND EXPRESS HOPE THAT WORK OF GC WILL PROCEED CONSTRUCTIVELY AND SMOOTHLY AS IN PAST.

B. READ USUAL MESSAGE FROM U.S. PRESIDENT. SUGGEST THIS MESSAGE BE FOCUSED PRIMARILY ON NEED FOR MEMBER STATES TO ASSURE THEMSELVES THAT EXPANDING PEACEFUL NUCLEAR ENERGY PROGRAMS AROUND THE WORLD DO NOT LEAD TO NUCLEAR CATASTROPHE; ROLE OF IAEA IN THIS RESPECT; NEED TO STRENGTHEN IAEA SAFEGUARDS AND OTHER PROGRAMS TO ACHIEVE THIS OBJECTIVE; AT SAME TIME NOT RPT NOT TO NEGLECT IAEA'S IMPORTANT ROLE

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IN ASSISTING MEMBER STATES ACHIEVE THEIR LEGITIMATE GOALS IN HARNESSING PEACEFUL USES OF ATOMIC ENERGY IN AGRICULTURE, MEDICINE, INDUSTRY, RESEARCH AND IN GENERATION OF ELECTRICITY; AND EXPRESS CONTINUED GENERAL U.S. SUPPORT FOR IAEA.

C. SPECIFY SOME OF IAEA'S MOST NOTABLE ACCOMPLISHMENTS OVER NEARLY 20 YEARS: E.G., DEVELOPMENT OF INTERNATIONALLY RECOG-

NIZED REGULATIONS FOR THE SAFE TRANSPORT OF RADIOACTIVE MATERIALS; DEVELOPMENT OF THE INTERNATIONAL NUCLEAR INFORMATION SYSTEM; CREATION OF THE INTERNATIONAL CENTER FOR THEORETICAL PHYSICS AT TRIESTE; DEVELOPMENT OF INTERNATIONALLY ACCEPTED NUCLEAR NON-PROLIFERATION SAFEGUARDS SYSTEM; DEVELOPMENT OF COMPUTER CODES AND PROGRAMS WHICH SERVE AS POWERFUL TOOLS FOR ASSITING MEMBER STATES IN ENERGY PLANNING; DEVELOPMENT OF BASIC SAFETY STANDARDS FOR RADIATION PROTECTION AND CODES OF PRACTICE AND SAFETY GUIDES FOR THE USE OF MEMBER STATES IN CONNECTION WITH IMPLEMENTATION OF THEIR NUCLEAR POWER PROGRAMS; DEVELOPMENT OF GUIDELINES FOR THE PHYSICAL PROTECTION OF NUCLEAR MATERIALS AND FACILITIES; AND DEVELOPMENT OF AN EFFECTIVE PROGRAM OF PROVIDING ASSISTANCE TO DEVELOPING MEMBER STATES IN THE FORM OF EXPERTS, EQUIPMENT GRANTS, FELLOWSHIPS AND OTHER FORMS OF TRAINING. THESE ARE REAL AND SIGNIFICANT ACCOMPLISHMENTS, SOME OF WHICH HAVE NOT RPT NOT BEEN FULLY APPRECIATED BY THE PUBLIC NOR PROPERLY RECOGNIZED BY MANY GOVERNMENT ADMINISTRATORS AND LEGISLATORS.

D. DESCRIBE UNIQUE FEATURES OF IAEA AS AN INTER-NATIONAL INSTITUTION. DRAFTERS OF STATUTE SHOWED GREAT WISDOM AND FORE-SIGHT, BY ESTABLISHING IAEA AS AN AUTONOMOUS INTERNATIONAL ORGANIZATION WITH A SPECIAL RELATIONSHIP TO THE UNITED NATIONS; BY PROVIDING FOR A UNIQUE BALANCING OF INTERESTS IN THE COM-POSITION OF ITS GOVERNING BODIES; BY PROVIDING FOR A UNIQUE FRAMEWORK FOR EXPANDING THE PEACEFUL USES OF ATOMIC ENERGY IN SUCH A WAY AS NOT TO FURTHER ANY MILITARY PURPOSE, CONTAINING ELEMENTS UNPRECEDENTED IN THE HISTORY OF INTERNATIONAL RELATIONS, E.G., CONDUCT OF SAFEGUARDS INSPECTIONS IN SOVERIGN STATES; BY PROVIDING FOR A MINIMUM OF PERMANENT STAFF, WHICH HAS FACILITATED THE CONTINUAL INTRODUCTION OF NEW IDEAS AND TECHNIQUES AND ENABLED THE IAEA TO KEEP UP TO DATE IN NUCLEAR SCIENCE AND TECHNOLOGY; AND BY MAKING IT POSSIBLE FOR ALL LIMITED OFFICIAL USE

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NATIONS OF THE WORLD TO SHARE IN THE BENEFITS OF THE PEACEFUL APPLICATIONS OF NUCLEAR ENERGY.

E. DESCRIBE WAYS IN WHICH THIS UNIQUE INTERNATIONAL INSTITUTION DEVELOPED AND HOW IT HAS BEEN ABLE TO ACHIEVE ITS ACCOMPLISHMENTS. EARLY YEARS WERE

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CHARACTERIZED BY SPILL-OVERS OF EAST-WEST POLITICAL CONFLICT, AND FEW POSITIVE ACCOMPLISHMENTS. MEETINGS OF BOARD OF GOVERNORS IN THOSE YEARS, FOR EXAMPLE, WENT ON FOR EXTENDED PERIODS OF TIME AND VOTING ON EVEN THE SIMPLEST ISSUES WAS COMMON PRACTICE. CONFRONTATION WAS EXPECTED AND SUSPICIONS WERE HEIGHTENED. COOPERATION SUFFERED, AS DID IAEA PROGRAMS. SITUATION CHANGED IN MID-1960'S, AND WITH DIMINISHED POLITICAL CONFRONTATIONS, IAEA GOVERNING BODIES BEGAN DEVELOPING NEW STYLES OF WORK, LEADING TO MORE CONSTRUCTIVE RESULTS. COOPERATIONS, COMPROMISE AND CONSENSUS EMERGED AS PART OF THIS PATTERN. VOTING WENT BY THE WAYSIDE, MEETINGS OF THE BOARD OF GOVERNORS WERE CONCLUDED IN A DAY OR TWO, AND MEMBERS GENERALLY WORKED TOGETHER TO ACHIEVE POSITIVE RESULTS. IF A DIFFERENCE OF VIEWS CAME UP, MAXIMUM EFFORTS WERE MADE TO RESOLVE THEM BEHIND THE SCENES INSTEAD OF THROUGH INTERMINABLE FORMAL DEBATE. THE RESULT OF ALL THESE CHANGED ATTITUDES AND METHODS OF WORK IS PLAINLY VISIBLE FOR ALL TO SEE: SOLID AND CONSTRUCTIVE ACCOMPLISHMENTS. IT SHOULD BE CLEAR TO EVERYONE THAT ONE OF THE KEY FACTORS FOR THIS SUCCESS HAS BEEN A WILLINGNESS

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OF MEMBER STATES TO SOFT-PEDAL POLITICAL DIFFERENCES IN THE CONTEXT OF THEIR ROLE IN THE IAEA AND INSTEAD TO EMPHASIZE THE SCIENTIFIC AND TECHNICAL ASPECTS OF

THE IAEA'S WORK. IT IS OUR PROFOUND HOPE THAT MEMBER STATES WILL CONTINUE TO COOPERATE IN THIS MANNER, FOR IN DOING SO, WE ALL STAND TO BENEFIT.

F. DISCUSS CURRENT ROLE OF IAEA, INCLUDING MAIN PROBLEMS TO BE ADDRESSED, KEY ACTIVITIES OF INTEREST, AND WHAT THE U.S. IS DOING BY WAY OF SUPPORT. IAEA HAS ALMOST COME OF AGE AND IS NOW BEGINNING TO ATTRACT WIDER ATTENTION AND RECOGNITION. IN CERTAIN AREAS IT HAS INCREASED ITS SCIENTIFIC STATURE, E.G., THE JOINT IAEA/IIASA RISK ASSESSMENT PROJECT. MAIN PROBLEMS TO BE ADDRESSED INCLUDE: SITE CRITERIA FOR RADIOACTIVE WASTE DISPOSAL, FINDING WAYS TO MAKE SAFEGUARDS MORE EFFECTIVE AT MINIMUM COST, AND INCREASING CONFIDENCE IN SAFE NUCLEAR POWER. KEY ACTIVITIES OF CURRENT INTEREST TO MANY MEMBER STATES INCLUDE: STUDY ON REGIONAL NUCLEAR FUEL CYCLE CENTERS; EXPANSION OF INIS TO INCLUDE ABSTRACTS; CONTINUING DEVELOPMENT OF CODES OF PRACTICE AND SAFETY GUIDES FOR NUCLEAR POWER PLANTS; EXPLORATION AND EVALUATION OF URANIUM RESOURCES; NUCLEAR POWER AND ENERGY PLANNING STUDIES; AND COORDINATED RESEARCH PROGRAMS IN A WIDE VARIETY OF FIELDS, INCLUDING, AGRICULTURE, MEDICINE, INDUSTRY, AND ENVIRONMENTAL PROTECTION. U.S. HAS SUPPORTED NUMBER OF THESE ACTIVITIES ABOVE AND BEYOND NORMAL CONTRIBUTIONS TO IAEA, E.G., ERDA SUPPORT FOR PROJECT RE INSTRUMENTATION REQUIREMENTS FOR NUCLEAR MEDICINE IN DEVELOPING COUNTRIES; FINANCIAL SUPPORT AND COST-FREE EXPERTS FOR REGIONAL NUCLEAR FUEL CYCLE CENTERS STUDY; SPECIAL SUPPORT FOR STRENGTHENING IAEA SAFEGUARDS, INCLUDING EXPERTS, EQUIPMENT AND TRAINING; AND COST-FREE EXPERTS FOR PROGRAM OF DEVELOPING CODES OF PRACTICE AND SAFETY GUIDES. ANNOUNCE SPECIAL CONTRIBUTION OF \$6 MILLION OVER NEXT FIVE YEARS IN SUPPORT OF IAEA SAFEGUARDS PROGRAM; AND NOTE U.S. INITIATIVE AT FEBRUARY BG TO DEAL WITH QUESTION OF SAFEGUARDS FINANCING IN MANNER DESIGNED LIMITED OFFICIAL USE

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TO PROTECT DEVELOPING COUNTRIES, WHICH IS BEFORE GC FOR CONSIDERATION. U.S. HAS ALSO CONTRIBUTED SUBSTANTIALLY TO IAEA TECHNICAL ASSISTANCE PROGRAM. SPECIFY U.S. CONTRIBUTIONS FOR THIS PROGRAM FOR CY 1976 AND ALSO ANNOUNCE U.S. GIFT OF &50,000 WORTH OF SNM FOR 1977. EXPRESS APPRECIATION FOR CONTRIBUTIONS OF OTHER MEMBER STATES AND URGE THAT OTHER AFFLUENT MEMBER STATES JOIN IN MAKING ADDITIONAL CONTRIBUTIONS TO IAEA ACTIVITIES.

G. FORECAST FUTURE ROLE OF IAEA, BOTH SHORT-TERM AND LONG-TERM, AND CALL FOR INCREASED EFFORTS IN CERTAIN AREAS. SHORT-TERM MIGHT INCLUDE STRONGER SAFEGUARDS ROLE, STEPPED UP ASSISTANCE TO MEMBER STATES DESIRING TO STRENGTHEN THEIR PROGRAMS FOR PHYSICAL PROTECTION OF NUCLEAR MATERIALS AND FACILITIES, INCREASED ACTIVITIES IN PROVIDING ASSISTANCE FOR OVERALL ENERGY PLANNING, INCREASED TECHNICAL ASSISTANCE ACTIVITIES AND ENCOURAGEMENT OF REGIONAL COOPERATION, INCREASED ACTIVITIES IN HEALTH AND SAFETY FIELD AND IN MATTERS RELATED TO PROTECION OF ENVIRONMENT, AND POSSIBLE INVOLVEMENT IN ESTABLISHMENT OF REGIONAL NUCLEAR FUEL CYCLE CENTERS OR FACILITIES RELATED THERTO. LONG-TERM ROLE MIGHT INCLUDE POSSIBILITY OF SIGNIFICANT OPERATIONAL OR MANAGEMENT RESPONSIBILITIES IN CONNECTION WITH NUCLEAR FUEL CYCLE CENTERS AND OTHER FACILITIES ENVISIONED IN AGENCY STATUTE; KEEPING SAFEGUARDS OPERATIONS COMPATIBLE WITH NEW TECHNOLOGIES; AND PERFORMANCE OF FUEL BROKERAGE ROLE AS FORESEEN IN STATUTE. CALL FOR INCREASED EFFORTS IN FIELD OF URANIUM EXPLORATION AND EVALUTION (SIMILAR TO U.S. NATIONAL URANIUM RESOURCE EVALUATION PROGRAM); MORE ACTIVE CONSIDERA-

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TION AND EVALUATION OF ENVIRONMENTAL, SAFETY AND NUCLEAR
PROLIFERATION CONSEQUENCES OF IAEA ACTIVITIES; AND IN-
CREASED AWARENESS OF OTHER ENRGY SOURCES.

H. CONCLUSION. FURTHER PROGRESS AND ACCOMPLISHMENTS
WILL DEPEND ON CONTINUED WILLINGESS OF MEMBER STATES TO
COOPERATE AND SUPPORT IAEA. THERE IS NO RPT NO MAGIC
FORMULA, BUT THERE IS SUBSTANTIAL EVIDENCE TO DEMONSTRATE
THAT BEST RESULTS CAN BE ACHIEVED IF POLITICAL ISSUES IN
IAEA'S WORK CAN BE MINIMIZED. WE URGE ALL MEMBER STATES TO
CONSIDER MOST SERIOUSLY THE POSSIBLE RISKS AND CONSEQUENCES
OF INCREASINGLY POLITICIZING THE AGENCY'S WORK AND
THEREBY MAKING IT MORE DIFFICULT FOR SOME MEMBER STATES
TO PARTICIPATE EFFECTIVELY. LET US STRIVE
TO KEEP MATERS ON A HIGH SCIENTIFIC AND TECHNICAL
LEVEL. THIS OFFERS BEST HOPE OF AGENCY'S ABILITY
TO ACHIEVE ITS STATUTORY OBJECTIVE QUOTE TO
ACCELERATE AND ENLARGE THE CONTRIBUTION OF ATOMIC
ENERGY TO PEACE, HEALTH AND PROSPERITY THROUGHOUT
THE WORLD. UNQUOTE.

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5. SPECIFIC EXAMPLES ABOVE, PARTICULARLY SUB-PARAS
C, F AND G ARE HIGHLY SUBJECTIVE AND WE
RECOGNIZE INTERESTED WASHINGTON AGENCIES MAY PREFER
OTHERS. THIS SHOULD NOT RPT NOT, HOWEVER, AFFECT
THE OVERALL TRUST OF THE STATEMENT. WE ALSO
RECOZNIZE THAT OTHER SUGGESTIONS AND IDEAS RE THE
U.S. STATEMENT WILL EMERGE.STONE

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